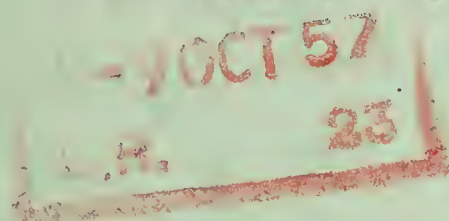


*Lilley*

Borough of Kendal



*Westminster*

# ANNUAL REPORT

OF THE

## Medical Officer of Health

FOR THE YEAR

1956



KENDAL

TITUS WILSON & SON, LTD.

1957



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*To the Mayor, Aldermen and Councillors of the Borough of Kendal.*

SIR, LADIES AND GENTLEMEN,

I have the honour to submit to you my Annual Report upon the health of the Borough during the year 1956.

I wish to acknowledge the help and ready co-operation of my colleague the County Medical Officer of Health, and also the assistance afforded to me by the local general medical practitioners.

I am indebted also to the Chief Public Health Inspector and his staff for the spirit of teamwork which exists in my department, and for the fund of local knowledge which they have laid at my disposal.

I have the honour to be,

Sir, Ladies and Gentlemen,

Your obedient servant,

FRANK T. MADGE,

Medical Officer of Health.



## NATURAL AND SOCIAL CONDITIONS OF THE DISTRICT.

Area of the Borough in acres	...	...	...	...	3,705
Population (Registrar-General's mid-year estimate)...					18,510
Inhabited Houses	...	...	...	...	6,183
Rateable Value	...	...	...	...	£241,755
Product of a Penny Rate	...	...	...	...	£975
Rate in the pound levied	...	...	...	...	16/6d.
of which the County Rate was	...	...	...	...	13/0d.

Kendal is picturesquely situated in the valley of the River Kent, the greater part being on the west bank built on ground rising steeply in a series of terraced streets up Kendal Fell to about 500 feet above sea level. The buildings on the east bank are situated on undulating lowlands rising from 137 feet to 200 feet contour. The dale of Kendal runs north to south with the level of the eastern boundary varying between 500 and 600 feet and the western boundary between 300 and 600 feet above sea level.

The geology of the Borough is sharply divided by the Fellside. The steep eminence of Kendal Fell on the west is composed of carboniferous limestone which represent remains of the dome which once covered the Lake District, and the sharp division is caused by a fault in this system. To the east of this fault denudation has taken place and the out-cropping rocks are Kirkby Moor Flags of the Upper Ludlow Series of the Silurian System. Alluvial deposits and some Basement Conglomerates form the small northern area of the Borough.

The climate is mild and invigorating, the town is sheltered by the Fell from the prevailing westerly winds, and the open aspect to the south provides full access to sunlight. Temperature gradient inversions are frequent at night but are soon dispelled in the mornings. The rainfall normally varies between 50 and 55 inches a year and light falls of snow may be expected for one or two weeks in the late winter.

The low-lying land in the north of the Borough is liable to flooding when the River Kent is in spate, but the town remains comfortably dry and free from mist or fog.

Economically Kendal serves a treble function. Primarily it is a market town, being situated in the heart of the southern portion of Westmorland and the centre of a large agricultural community within a radius of some eight miles. Secondly it is an important stopping place on the main A.6 road, where the heavy volume of motor traffic from the South divides into the portion destined for Scotland over Shap, and the portion heading for the Lake District. The former includes a

high proportion of heavy lorry traffic which uses Kendal as a regular overnight staging point, and the latter includes a very seasonal peak-load of tourist traffic. Thirdly Kendal has become an important centre for light industries which have guaranteed constant employment to the inhabitants and brought considerable prosperity to the town.

The local industries include a wide variety of manufacturing processes, the chief of which are:—

- Boot and Shoe Manufactory.  
Woollen Mills.  
Engineering Works.  
Hosiery and Shirt Manufactories.

Tobacco and Snuff Manufactories.  
Breweries.  
Carpet Manufactory.  
Stone and Lime Works.

In addition there are ample opportunities for employment in the shops, cafés, hotels, business premises, and laundries. At Oxenholme the inhabitants are mainly interested in the railway employment. The variety of these opportunities for both men and women has kept Kendal happily free from general unemployment and provided that economic security and prosperity which is a most important factor in the maintenance of the public health.

STAFF.

Name.	Qualifications.	Office.	Whole or Part Time.	Other Offices
Madge, F. T. . .	M.D., Ch.B., M.R.C.S., L.R.C.P., D.P.H.	Medical Officer of Health	Part	M.O.H. Combined County Districts of Westmorland
Rigg, W. B. G. . .	F.R.S.H., M.A.P.H.I., Cert. S.I.B.	Chief Public Health Inspector	Whole	—
Major, J. H. . .	M.A.P.H.I., Cert. S.I.B.	Additional Public Health Inspector	Whole	—
Mandle, W. F. . .	A.R.S.H., M.A.P.H.I., Cert. S.I.B.	Additional Public Health Inspector	Whole	—
Gibson, G. . .	—	Clerk	Whole	—
Machell, B. M. . .	—	Clerk to Medical Officer of Health	Part	Clerk to M.O.H. Combined County Districts of Westmorland

**Staff Changes.**

There were none during the year.

**COMMITTEES.**

The Minister of Health requires me to include a list of your Council's committees which are concerned with matters of public health.

The Health Committee deal with the principal matters, but there are other aspects of public health importance which are dealt with by the Water, Property, and Streets and Sewerage Committees.

**VITAL STATISTICS.**

The following extracts are made from information supplied by the Registrar-General, with figures for 1955 for comparison..

Area of the District in acres   ...   ...   ...   ...   3,705

	1955	1956
Estimated civilian population (mid year) ..	18,460	18,510
Live Births. Legitimate— males .. ..	127	117
females .. ..	116	118
Illegitimate— males .. ..	7	5
females .. ..	7	7
Total .. .. ..	257	247
Crude Rate per 1,000 population	13.9	13.3
Corrected Rate per 1,000 popula-		
tion .. .. ..	13.9	13.3
Rate for England and Wales ..	15.1	15.7
Still Births. Legitimate— males .. ..	2	4
females .. ..	—	3
Illegitimate— males .. ..	—	—
females .. ..	—	—
Total .. .. ..	2	7
Rate per 1,000 total (live and		
still) births .. .. ..	7.7	27.5
Rate for England and Wales ..	23.1	23.0



	1955	1956
Deaths. males .. .. .	103	119
females .. .. .	114	126
Total .. .. .	217	245
Crude Rate per 1,000 population ..	11.7	13.2
Corrected Rate per 1,000 population	10.6	12.9
Rate for England and Wales ..	11.7	11.7
Infantile Deaths (under 1 year):		
Legitimate .. .. .	10	4
Rate per 1,000 legitimate live births	42.9	17.02
Illegitimate .. .. .	—	1
Rate per 1,000 illegitimate live births	—	83.3
Total deaths under 1 year .. ..	10	5
Rate per 1,000 live births .. ..	38.9	20.2
Rate for England and Wales ..	24.9	23.8
Neo-natal Deaths (under 1 month):		
Total neo-natal deaths .. ..	6	3
Rate per 1,000 live births .. ..	23.3	12.1
Rate for England and Wales	17.3	16.9
Maternal Mortality:		
Total Deaths .. .. .	—	—
Rate per 1,000 total (live and still)		
births .. .. .	—	—
Rate for England and Wales ..	0.64	0.56

Deaths from certain causes:—

	1955	1956
Cancer ... .. .	38	39
Measles ... .. .	Nil	Nil
Whooping Cough ... .. .	Nil	Nil

The main causes of Death were:—

Heart Disease ... .. .	...	89
Vascular lesions of nervous system	...	55
Cancer ... .. .	...	39

## COMMENTARY ON THE VITAL STATISTICS.

### **Population.**

Your population at the 1951 Census was 18,541 made up of 8,521 males and 10,020 females. This was an increase of 2,225, or 13.6% over the previous census in 1931. Only some 2.6% of that increase was due to the excess of births over deaths and the net balance of 11% was due to people from outside coming to live in Kendal. The town has shown this steady growth for many decades, and its rate has been kept in check mainly by the current shortage of houses from time to time.

The 1951 Census showed that the day population of the Borough was 19,074 and that there was a daily tidal flow of 2,322 persons. Kendal was a day workplace for 1,518 people who came in from their homes in the surrounding area, 971 men and 547 women. In return for the incoming 'bus loads, Kendal sent out each day 804 people to work outside the Borough boundary, 599 men and 205 women. This daily interchange of talent must hide many a human story, many a difficult housing problem, and many reflections of the changing face of England, even in this small corner of the land.

### **Birth Rate.**

The birth rate was still appreciably below the national level. There were 2 more births than deaths in 1956 and 10 less than in the previous year.

### **Death Rate.**

The death rate was slightly above the average for the rest of England and Wales, and the general downward trend of the past 100 years is being maintained. The proportion of old persons in your community is likely to increase markedly during the next decade.

### **Infant Deaths.**

The infantile death rate was slightly better than the national rate, and was a welcome improvement from the sad figure of the previous year.

In spite of the setback of recent years your long term trend has been downwards and there are signs that we are approaching the hard core of "unavoidable" infant deaths. It does not appear likely that science will be able to prevent developmental abnormalities, but there are high hopes that blood tests and the increased availability of obstetrical specialists will help to reduce the number of neo-natal

NOTIFIED DISEASES TABLE.

	Total	Ages											Admitted to Hospital	Deaths	
		-1	1-	2-	3-	4-	5-	10-	15-	20-	35-	45-			65-
Measles .. ..	523	11	28	52	50	74	291	11	2	3	1	-	-	2	-
Whooping Cough ..	26	-	3	-	4	4	13	2	-	-	-	-	-	1	-
Sonne Dysentery ..	117	5	11	9	13	7	52	8	2	4	4	2	-	3	-
Scarlet Fever .. ..	2	-	-	-	-	1	-	1	-	-	-	-	-	-	-
Acute Poliomyelitis .. Non Paralytic ..	1	-	-	-	-	-	1	-	-	-	-	-	-	1	-
Puerperal Pyrexia ..	3	-	-	-	-	-	-	-	1	2	-	-	-	-	-
Food Poisoning ..	2	-	-	-	-	-	2	-	-	-	-	-	-	1	-
TOTAL .. ..	674	16	42	61	67	86	359	22	5	9	5	2	-	8	-

deaths. The general trend reflects an improvement in child care by the local doctors, nurses and, above all, by the young mothers in their homes.

An advisory obstetric committee has been set up in Westmorland to co-ordinate the functions of the three divisions of the health services involved in midwifery, and to investigate the cause of still births and infant deaths.

### **Maternal Mortality.**

There were happily none during the year.

## **PREVALENCE AND CONTROL OF INFECTIOUS AND OTHER DISEASES.**

*Public Health Act, 1936. Sections 143-170.*

*National Health Service Act, 1946. Part III.*

The general incidence of illness can be assessed by the weekly number of new claims for sickness benefit at our local National Insurance offices. A logarithmic graph of those figures shows a regular seasonal pattern over the years, and any variations are usually worth investigating. The general level is some measure of the local community health, and the extent of incapacity can be periodically gauged by noting the remarkable drop in claims in weeks which happen to include a public holiday.

The year had two distinctive features. From February to July Sonne dysentery smouldered on through the Borough, and then in November the long-overdue epidemic of measles erupted with full force. It was not quenched until well into 1957. Other notifiable diseases were relatively insignificant.

It is pleasing to record that the notification of infectious diseases has been much improved in recent years, and I am very grateful to my colleagues in general practice for their prompt help in this respect. I look upon the control of notifiable diseases as one of the most important duties of our department. Patterns of thought change from time to time on these subjects, but the notifications provide the factual basis for controlling the spread of infections.

## **TUBERCULOSIS.**

Tuberculosis is the most important communicable disease of our time. Its prevention is primarily dependent upon social and economic factors in the general community, and secondarily upon the management of the established case. Your Council's functions are three-fold; to investigate the source of infection, to prevent the spread of infection, and to remove conditions favourable to infection.



## TUBERCULOSIS TABLE.

Age Periods	NEW CASES				DEATHS			
	Respira- tory		Non-res- piratory		Respira- tory		Non-res- piratory	
	M	F	M	F	M	F	M	F
0 ..	—	—	—	—	—	—	—	—
1 ..	—	1	—	—	—	—	—	—
5 ..	—	—	1	—	—	—	—	—
15 ..	—	3	—	—	—	—	—	—
25 ..	5	1	—	—	—	—	—	—
35 ..	—	3	—	—	—	1	—	—
45 ..	3	1	1	—	2	—	1	—
55 ..	3	—	—	—	1	—	—	—
65 ..	1	—	—	—	1	—	—	—
Total ..	12	9	2	—	4	1	1	—

The number of tuberculosis patients on the register at the year end were:—

Respiratory	...	124
Non-Respiratory	...	14
		<hr/>
		138
		<hr/>

### Hospital and Ambulance Arrangements for Infectious Diseases.

*National Health Service Act, 1946. Parts II and III.*

Hospital accommodation for infectious diseases is provided by the Regional Hospital Board, Manchester, at Beaumont Hospital, Lancaster, a modern and well-equipped building within easy reach of the area under modern transport conditions.

Smallpox cases will be admitted to the Ainsworth Smallpox Hospital, near Bury.



Ambulance transport for cases of infectious disease is provided by the Westmorland County Council and is based in Kendal.

### **Disinfection Arrangements.**

Disinfection in connection with infectious diseases or for other public health reasons was carried out in 25 houses during the year. There is a steam disinfector at Parkside Road which is available to other local authorities and private bodies.

## **HOUSING.**

*The Housing Acts, 1936 and 1954.*

Under the Housing Acts your Council has a duty to consider the general housing conditions in your district, to ascertain whether any are unfit for human habitation, and to assess the need for further houses. You have powers to deal with unfit houses, powers to provide new houses for all classes, and various powers and duties in the management of your Council's housing estates. Good housing conditions are an integral part of public health.

### **Present Housing Position.**

*Housing Act, 1936. Section 57.*

The number of inhabited houses in your Borough is 6,183. With an estimated population of 18,510, the average number of persons per house is 3.0. This is not a high figure for a desirably sized family, but many of the houses have only one or two occupants. At the time of the 1951 Census there were 599 houses where only one person lived, 10% of all your houses, and another 1,645 houses occupied by only two people. About one-third of the houses in your Borough are probably not used to their best advantage.

In the remainder it is not uncommon to find more than one family unit in each house, and although this leads to domestic and personal difficulties it usually does not constitute overcrowding within the strict definition of the Housing Act, which assumes that living rooms are used also for sleeping purposes, and that sexes can be segregated irrespective of age, health and family relationships.

The neighbouring areas of South Westmorland and Windermere are considerably used as dormitories for Kendal, and this overspill factor complicates the complete picture of housing in the Borough. The figure for daily movements at the time of the 1951 Census are set out in the vital statistics commentary of this report.

Over half the houses are of relatively recent construction, built

since the end of the 1914-18 war. About one-third of the total houses in the Borough are municipally owned and provided with modern amenities. It can also be assumed that the others built by private enterprise in this period are similarly of good quality.

About another 40% of the houses were built before 1920, but appear to be structurally sound, and most of them have modern amenities. A few are poorly arranged on account of their proximity to bad property.

The rest of the houses include a lot of very old property in poor structural condition and badly arranged. In addition to their disrepair and sunless congested position in ill-paved yards, they lack the essential amenities of separate sanitary accommodation, hot-water systems, baths, cooking facilities, food stores and separate gardens or yards. Most of them will soon be swept away.

### **General Progress of Slum Clearance and Improvements.**

Westmorland as a whole has made very encouraging progress in post-war slum clearance despite all the difficulties of the times. Since the campaign was resumed in 1948 well over 600 houses in the County have been dealt with by formal action under the Housing Acts. Most of these will eventually be demolished or converted to trade use, but about 15% of them have been reprieved by their owners undertaking to spend considerable money for comprehensive reconditioning up to modern standards. In addition to those formal actions there have been a very creditable number of informal schemes for the renovation of sub-standard houses, either with the aid of improvement grants or entirely by private enterprise. The aim is to save a house wherever possible, but if it cannot be brought up to an acceptable standard of safety, decency and amenity the sooner it is swept away the better.

### **Closing Orders.**

*Housing Act, 1936. Section. 12.*

*Local Government Act 1953. Section 10.*

Five closing orders were made during the year. The total number of houses subject to closing orders is 75 of which 11 relate to houses which are still occupied. 2 such houses went out of use for habitation during the year.

### **Undertakings not to use for Human Habitation.**

*Housing Act, 1936. Section 11.*

Three undertakings were accepted during the year.

The total number of such undertakings in force is 124 of which 16 relate to houses which are still occupied. Four such houses went out of use for habitation during the year.

### **Undertakings to execute remedial works.**

*Housing Act, 1936. Sections 11 and 12.*

No offers were made for reconditioning of unfit houses under these sections of the Act. No such undertakings remain unsatisfied.

### **Demolition Orders.**

*Housing Act, 1936. Section 11.*

Six demolition orders were made during the year.

The total number of outstanding demolition orders is 41, of which 18 relate to houses which are still occupied.

One house subject to demolition order was demolished during the year.

One such house went out of use for habitation during the year.

### **Clearance Areas.**

*Housing Act, 1936. Section 25.*

Your Council have made good progress since the war with clearance areas by compulsory purchase orders in White Lion Yard, Far Cross Bank and Captain French Lane, and by their voluntary demolition of Abbot Hall Square. Far Cross Bank clearance area No. 2 was demolished during 1953, White Lion Yard was cleared during 1954 and 1955, and in the current year Far Cross Bank Area No. 1 was completed to provide a much needed improvement. At the year end the others were progressing satisfactorily. Only 6 houses awaited removal of tenants.

Five clearance areas of Fellside were officially represented and declared during 1955. One was a small section of decayed property, between Jordan's granary and Sepulchre Lane, and was dealt with by Clearance Order and confirmed by the Minister of Housing and Local Government. The other four clearance areas more or less surround a pre-war cleared zone, of which Kendal Corporation own the major part. Therefore it is proposed to purchase them. The five areas contain 54 houses, only 39 of which are occupied, and include a jumble of dilapidated and decayed property in Rosemary Lane, Rosemary Hill, Middle Lane, Sepulchre Lane and Syke Lane. The Minister held a Public Inquiry in November 1956 and subsequently confirmed your Council's compulsory purchase order.



## **Redevelopment Areas.**

There are no outstanding specified redevelopment areas, but there are zones in the central part of the Borough which are fast crumbling into decay with a host of dangerous and dilapidated structures. There are excellent opportunities for replacing the squalid jumble of decaying property by a new layout of the centre of Kendal more in keeping with the spirit of the present century. The current clearance areas proposed for Fellside offer scope for redevelopment on what is a potentially very pleasant site.

## **Estimated Requirement for New Houses.**

*Housing Act, 1949. Section 71.*

The Housing Act, 1949, enlarged the responsibilities of your Council for the provision of new houses to accommodate all classes of the community. Under the older Acts of Parliament your powers and duties were limited to what were then termed the working classes.

At the end of the war in 1945 it was estimated that your current requirement for new houses was about 750. Up to the end of 1956 989 new houses had been built by the combined efforts of your council and private enterprise, but the waiting-list at the year end was still about 650.

Waiting-lists need to be assessed with caution as occasional checks show some degree of inflation, but there are probably some other families which have not applied, and although many of the folk who wish to improve their way of living are included in our slum clearance programme there may be some who will have to be rehoused even if they are contented with their slum conditions.

Although it is not practicable to arrive at a precise figure for your present new housing needs I suggest that between 250 and 300 is a probable maximum range, bearing in mind that private enterprise has now resumed its valuable contribution to individual tastes, and that it might not be desirable for the Borough to become too top-heavy with municipally subsidised houses.

What seems most needed is more small flats and bungalows, so that the unused reserve of rooms in larger houses could be released for people who need them.

Of the 599 houses occupied only by one person, 152 of them were 4-roomed houses and 135 had five rooms each. In many instances I would dare to say that the occupiers would rather be without all that unused space if only they could get into somewhere smaller and more manageable.

Kendal's problem is not now so much a shortage of houses, but an exercise in reshuffling what we have already. With an ageing population, and a consequent increase of sole survivors in a family, surely the answer is to be found in more flats or bungalows, sited near the central parts of the town.

### **Housing Schemes.**

*Housing Act, 1936. Section 72.*

The Sandylands estate of 242 houses was completed during 1950. Since then your Council have been developing the Hall Garth estate, on which 490 houses had been completed by the end of 1956 and another 70 were under construction. That is the final phase on Hall Garth, and your Council have resolved to suspend further house building when that estate is complete.

Since the end of the 1939-45 war your Council have completed 744 houses, 40 prefabricated bungalows, and 9 flats at the old isolation hospital. Private enterprise has similarly contributed 245 houses.

### **Tenants Selection.**

Your Council adopts the methods of selection of tenants for Corporation houses by consideration of application cards, and personal knowledge of the applicants and their needs. There is no system of points, nor is there anonymity. This results in a considerable amount of personal canvassing by the more persistent applicants.

Your Tenants Selection Committee has been most sympathetic and has rehoused certain persons upon medical grounds at my representation. The public health has incidentally been safeguarded by the removal of these cases to separate dwellings.

### **Housing Management.**

The Corporation own 2,000. houses, which will require increasing attention. Many visits were made by the Sanitary Department during the year in connection with the public health aspects of housing management on the municipal estates. The rent of your houses range between 5/3d. and 18/3d., exclusive of rates. The rateable values vary between £9 and £29.

The examination of rentals and rates may not seem at first to have much to do with public health, but it does have considerable significance. It is not unknown for persons who have been rehoused from poor quarters into modern Council houses to have to pay their rent and rates from the portion of their income which rightly belongs



to the purchase of food. Domestic economy can effect the general standard of the public health almost as much as environmental conditions, and some attempt must be made to maintain a balance between these conflicting factors.

### **Verminous Houses.**

*Public Health Act, 1936. Sections 83-85.*

Bed bugs were found in no houses. The Department checked the accommodation and effects of successful applicants prior to their removal to Council houses. In all cases where bed bugs were suspected the furniture and effects were removed by the Health Department and treated with cyanide before delivery. Five removal loads from condemned houses were dealt with in that way.

250 visits were made in connection with this work. This entailed many visits outside normal working hours, and the staff required much tact in this important work.

### **Nuisances and Notices.**

*Public Health Act, 1936. Sections 91-100.*

During the year 905 inspections of dwelling-houses and 357 inspections of yards were made, and 215 visits were made to investigate complaints in houses. The following action resulted:—

Preliminary Notices served	...	164
Statutory Notices served	...	Nil

In no case was it necessary to obtain an Abatement Order from the Court.

### **Dangerous Buildings.**

*Public Health Act, 1936. Section 58.*

The operation of these provisions lies with the Borough Engineer, who reports the following action undertaken during the year:—

No Statutory Notice was served under the Act and 4 informal Notices were sent.

It appears probable that some of the houses subject to undertakings will have to be dealt with under these powers as they are becoming progressively derelict. There seems to be a disturbing number of dilapidated and dangerous structures in the central areas of Kendal.

### **Tents, Vans, Sheds and Moveable Dwellings.**

*Public Health Act, 1936. Sections 268-269.*

24 visits were paid concerning tents, vans, and sheds, and in every case it was moved within a few days.

There are no licensed camping sites within the Borough, and 1 individual licence is in force.

## WATER SUPPLIES.

*Water Act, 1945.*

Kendal has an abundant water supply from both overground and underground sources, as well as a connection to the Manchester Corporation aqueduct. In years when the rainfall is average, or better, the overground supplies usually meet the need, but they are limited by the relatively small area of the gathering grounds. The underground supply is inexhaustible, but pumping is costly and limited again by the capacity of the plant. The Manchester supply is even more costly, and the amount which may be taken is restricted by a formal agreement.

The overground sources are upland surface gathering grounds, lying to the east of the Borough, with a run-off from rocks of the Kirkby Moor Flags in the Upper Ludlow Series of the Silurian System. The Catchment Area is about 400 acres in extent, feeding all three of the reservoirs.

The main reservoir is at Fisher Tarn, which has a capacity of 117,996,000 gallons. Upper Birds Park reservoir has a capacity of 3,000,000 gallons. Lower Birds Park reservoir has a capacity of 14,784,000 gallons. These three reservoirs therefore provide very generous storage capacity, amounting to about six months' supply. The annual consumption is 41 gallons per head per day, including all industrial works.

The underground source of water is at Mints Feet, which is a shallow well near the bank of the River Kent on the north of the town. This supply comes from the river and the alluvial deposits of the valley bottom, and is potentially inexhaustible. Since the removal of the river weir at Aikrigg End, the rest level of Mints Feet Well has fallen about two feet, and, when there has been a long spell of dry weather, the pumps have emptied the well faster than it refilled itself. This effect of the lowering of the local water-table could no doubt be met by deepening the well.

I do not like Mints Feet Well. The safety of this supply is entirely dependent upon chlorination and there is no second line of defence. The source is dangerously polluted with sewage and surface water and I do not consider that hypo-chlorination is an adequate safeguard.

I have recommended for several years that efforts should be continued to reduce the sewage pollution in the neighbourhood of this shallow well. The provision of latrines on your Council's Jubilee Playingfield would minimise the present objectionable practice of indiscriminate excretion on the ground, and similar steps are needed

to improve the sanitary arrangements on the other private small sports grounds in the vicinity.

I am glad to record that the results of chlorination have been impeccable in the Mints Feet supply. A long series of routine tests have never found the distributed water unsterilised, and it is only fair to the operating staff to say so. I maintain, however, that there is a potential risk because one single process of treatment by hypo-chlorination is dependent upon avoiding both mechanical failure and human error. Both factors leave a lot to be desired.

Your Council's consulting engineers have prepared a scheme for pumping hyper-chlorinated water from Mints Feet Well up to Birds Park reservoir, after which it would receive the normal further treatment. I welcome this proposal as increasing the safeguards to the public health. The scheme awaits consideration by the Minister of Housing and Local Government.

Treatment of the overground supplies is very satisfactorily carried out by hypo-chlorination. Bacteriological examinations are carried out monthly and full chemical analyses are made half-yearly, and the results are set out in Appendix "A" herewith.

Safeguarding of the purity of the upland supplies is further ensured by the regular and frequent inspection of the gathering ground and by particular attention to the health of the workmen and fishermen on the reservoir.

The distribution system is mainly by gravity, but there is a Booster at Beast Banks to improve the pressure in the Greenside area. There is a service reservoir fed from Fisher Tarn at Bolefoot, Oxenholme, with a capacity of 30,000 gallons.

There are only 41 houses in the Borough which do not obtain their water from the Corporation mains, 13 of these are connected to the Thirlmere aqueduct and the remainder are served by wells and surface water private installations.

I have no official knowledge of the quantity or quality of the private water supplied.

I am indebted to the water Engineer for furnishing the technical data in this section.

### **Provision of Baths and Sinks.**

The 1951 Census showed that your Borough held 5,651 households, of whom 1,506 had no fixed bath. That means about 26%.

Only 6% were without either a kitchen sink of their own or the doubtful pleasure of sharing one.



## SEWERAGE.

### Water Carriage.

*Public Health Act, 1936. Section 47.*

Almost all the houses in Kendal are fitted with waterborne sanitation. There are 56 trough-closets; 16 privies and 4 pail-closets still linger on.

### Public Conveniences.

*Public Health Act, 1936. Section 87.*

Public conveniences fairly well serve the centre of the town. Proper supervision of conveniences is difficult and they have suffered much wanton damage by hooligans.

New conveniences were provided at the Market Hall to serve the Stricklandgate car park, and your Council were considering enlarging the premises on the New Road. The long-distance 'bus passengers are still left in much discomfort in Sandes Avenue.

### Sewerage System.

*Public Health Act, 1936. Section 14.*

Most of the Borough is served by the public sewers, but about 150 houses remain dependent upon cesspools. Some of the sewers are overloaded and require enlargement. Certain ancient drains communicate with surface water channels and cause occasional pollution of the river by crude sewage. These are being remedied as they are discovered.

### Sewage Disposal.

*Public Health Act, 1936. Section 15.*

Sewage disposal is carried out at Wattsfield in the south of the Borough. These works were opened in 1909, with extensions in 1919-20, and comprise coarse screens with detritus tanks, whence it is carried by rotating distributors to circular filter beds. It is then passed through humus tanks before being discharged into the River Kent. The effluent has been satisfactory in quality.

Sludge is pumped on to drying-beds on the adjacent land, and special treatment is given to the gasworks liquor. There are adequate storm-water tanks.

The average dry weather flow of crude sewage dealt with at the works is 1,050,000 gallons per day. The plant is under the control of the Borough Engineer and has at all times been operated efficiently and without nuisance — a high tribute to any sewage disposal works.

## **PUBLIC CLEANSING.**

### **Refuse Collection.**

*Public Health Act, 1936. Section 72.*

With very few exceptions in the remote parts of the Borough there is a weekly removal of refuse carried out under the supervision of the Chief Public Health Inspector. 1,110 houses have been added since 1945.

### **Refuse Disposal.**

*Public Health Act, 1936. Section 76.*

Semi-control tipping on the central site at Castle Grove continued on land owned by Messrs. Somervell Brothers, which will make a sports field on completion.

It is obviously unpleasant to have a refuse tip so near a built-up area, and as a new site is required I consider that a more secluded position should be chosen, preferably outside the Borough. In the days of horse and cart removal it was necessary to maintain a tip in the town, but the introduction of motor transport leaves little excuse for continuing to live almost on top of one's own midden.

Covering material is becoming harder to get, and the efficiency of tipping would be much improved by mechanised equipment for consolidating the refuse and shifting the soil.

Refuse from the slaughterhouse, fish shops and greengrocers is buried in deep pits at Wattsfield.

### **Salvage of Waste Material.**

*Salvage Recovery Order, 1949.*

Salvage of waste materials was continued during the year. So long as suitable materials are put out for collection and can easily be sorted, it may be economical and a fire safeguard to continue their salvage and sale.

### **Canal Head Dépôt.**

A series of derelict buildings at Canal Head are allocated for paper salvage, bin storage, vehicle garaging and staff toilets and messroom. Most of them are in a deplorable state and I am ashamed that our Health Department should have to countenance our staff going on working there year after year.



## **Street Cleansing.**

*Public Health Act, 1936. Section 77.*

The main streets are maintained by the staff of the Borough Engineer. The open-air markets cause considerable work but the general appearance of the roads is good. Quite another picture is seen in many of the yards lying behind the main frontage, to which the annual reports of my predecessors for the past fifty years have drawn attention.

## **FOOD AND DRUGS.**

### **General Powers.**

*Food and Drugs Act, 1955.*

Your Council bear most of the statutory responsibility for safeguarding the public from foodborne diseases. The main aim is directed towards securing proper and hygienic conditions for the manufacture, preparation and sale of food. The secondary aim is to trace and localise any outbreaks of disease which may occur in spite of preventive measures.

### **Precautions against Contamination.**

*The Food Hygiene Regulations, 1955.*

Food hygiene is steadily improving throughout your area. Public opinion is well ahead of the law and most traders are aware of the fact. The good food trader does not need official instruction in basic cleanliness or the enforcement of legal minimum standards. He may welcome advice on technical problems, but his aim is how high he can get, not how low he can get away with.

We have now passed the stage of educational approach. A small minority of food traders have remained untouched by years of hygienic propaganda, unmoved by conscience and unwilling to believe that the law need apply to them as they pursue their unsweet ways. They hoard masses of filthy junk in their food stores, cling on to ancient stocks of rotting food, tolerate disgusting staff toilets and even have the effrontery to appear before their customers in dirty and greasy overalls. I repeat that the bad traders are now only a very small minority, and they are being dealt with in no uncertain fashion whenever they are reported.

During the year formal cautions were issued in particularly bad cases in your area, warning them of their last chance to avoid prosecution by bringing their food premises up to at least the legal minimum.

Very few food traders or caterers have taken up my challenge for them to invite their customers to look behind the scenes. It is done

with pride by the shipping companies on most of the sea-going liners, and I hope that we are not ashamed to do the same on land. It would have a magnificent advertisement value, and the public would be left to draw their own conclusions about the others. A clean kitchen and clean staff are far more important than fancy titivations in the dining-room. Every customer should feel confident that the food he eats is safe and has been safely prepared. He has a right to be so protected and your Council are the guardians of that right.

The responsibility for safe food does not rest entirely with the trader as the housewife must play her part as well. Quite a lot of strange things happen to food between the shop counter and the dinner plate, and the educational campaign has had to be carried into the home. Every link in the chain of infection must be remembered; that chain hangs as a symbol over every water-closet in the district. Personal hygiene is the keynote, whether it be fostered by posters or propaganda or taught to the children in simple nursery jingles. Foodborne diseases, mild dysenteries and attacks of diarrhœra and vomiting are not infrequent in our homes and among our visitors. I am confident that high standards will reduce these preventable diseases.

**Ice-Cream Trade.**

*Food and Drugs Act, 1955. Section 16.*

*Ice-Cream (Heat Treatment, etc.) Regulations, 1947.*

Manufacture by hot mix, cold mix, storage and sale	...	3
Manufacture by cold mix, storage and sale	... ..	3
Storage and sale only	... ..	70

During the year 25 visits of inspection were made to ice-cream premises. On the whole the position is reasonably satisfactory.

**Prepared Meats.**

*Food and Drugs Act, 1955. Section 16.*

The number of premises on the register under Section 16 of the Food and Drugs Act, 1955, used for the preparation of sausages, potted meat, preserved meat, pressed meat and pickled foods, was 31 at the year end. No particular difficulties have been encountered in these trades.

**Registration of Milk Distributors and Dairies which are not Dairy Farms.**

*Milk and Dairies Regulations, 1949- to date.*

Total number of registered Distributors	...	...	...	32
„ „ Dairies	...	...	...	6

The retail distribution of loose milk by the obsolescent jug and hand-can still lingers on as an unsatisfactory feature from the point of view of public health.

### **Cleanliness of Milk.**

*Food and Drugs Act, 1955.*

### **Designated Milks.**

31 samples of designated milk were taken during the year, including 2 pasteurised milks; 3 of the T.T. samples were unsatisfactory.

These tests reflected some improvement in the cleanliness and keeping quality of milk. Transport and delivery delays are factors which foster bacterial multiplication in milk, but your Council is primarily interested in the actual consumer, who pays extra for the higher cleanliness of designated milk.

### **Undesignated Milks.**

Two samples of undesignated milk were examined for cleanliness and keeping quality during the year. Both of these were up to the standard of designated milk.

It was not necessary during the year to stop any milk supply or restrict activities of any milk handlers under the Milk and Dairies Regulations on account of infectious disease.

### **Designated Milk Licences.**

*Milk (Special Designation) Regulations.*

Your Borough Council is responsible for the granting of dealers' and supplementary annual licences for the sale of designated milks. At the year end 15 dealers' and 7 supplementary licences for tuberculin tested milk and 2 supplementary licences for pasteurised milk were in force.

### **Licensed Slaughter-houses and Knackers' Yards.**

*Food and Drugs Act, 1955. Part IV.*

The only slaughter-house is the public abattoir at Sandylands. There are no licensed knackers' yards. The abattoir serves various neighbouring local authorities as well as Kendal Borough.

A tender was placed during 1956 for the construction of additional lairage, and for a slaughtermen's messroom.

Almost the whole time of one public health inspector is needed for meat inspection.



### Slaughtering of Animals.

23,413 animals were slaughtered during the year and were inspected by the department. This figure included:—

Beasts	...	...	...	3,625
Sheep	...	...	...	15,081
Calves	...	...	...	116
Pigs	...	...	...	4,591

### Condemnation of Meat at the Abattoir.

*Food and Drugs Act, 1955.*

The following is a summary of the carcasses inspected and condemned in whole or in part:—

	Cattle excluding Cows	Cows	Calves	Sheep and Lambs	Pigs
Number killed (if known)	2,556	1,069	116	15,081	4,591
Number inspected ..	2,556	1,069	116	15,081	4,591
<i>All diseases except Tuberculosis and Cysticerci:</i>					
Whole carcasses condemned .. ..	1	16	23	26	7
Carcase of which some part or organ was condemned .. ..	72	40	1	15	285
Percentage of number inspected affected with disease other than tuberculosis and cysticerci .. ..	2.8	3.7	0.9	0.1	6.2
<i>Tuberculosis only:</i>					
Whole carcasses condemned .. ..	—	1	—	—	1
Carcasses of which some part or organ was condemned .. ..	36	22	—	—	44
Percentage of number inspected affected with tuberculosis ..	1.4	2.15	—	—	0.98
<i>Cysticerosis:</i>					
Carcasses of which some part or organ was condemned .. ..	13	2	—	—	—
Carcasses submitted to treatment by refrigeration .. ..	13	2	—	—	—
Generalised and totally condemned .. ..	—	—	—	—	—

## ANALYSIS OF MEAT CONDEMNATIONS.

Class	Number Killed	Condemnations			
		Total Carcasses Condemned	Tuberculosis		Other Causes
			Total Carcasses	Portions	Total Carcasses
Beasts ..	3,625	18	1	58	17
Sheep ..	15,081	26	—	—	26
Calves ..	116	23	—	—	23
Pigs ..	4,591	8	1	44	7
Total ..	23,413	75	2	102	73

### Tuberculosis detected.

23	cases out of	1,069	cows	...	...	or 2.15%
2	„	827	heifers	...	...	„ 0.24%
34	„	1,723	steers	...	...	„ 1.9%
0	„	6	bulls	...	...	„ —
0	„	116	calves	...	...	„ —
45	„	4,591	pigs	...	...	„ 0.98%

Westmorland is now an Attested Area and it was found during the year that local cattle were practically free from the disease. The few cases that were detected being mainly in cattle brought from other parts of the country.

All condemned meat is stained with an indelible dye and is salvaged for conversion into animal and poultry foods. No instances have been brought to notice of pets' food being purchased for human consumption. A warning is necessary in the handling of such foods; care must be taken to keep all utensils and preparation benches separate from human food, and careful washing of the hands after handling pets' food is advised to prevent contamination from infected meats.

### Condemnation of Other Foodstuffs.

*Food and Drugs Act, 1955.*

Various other foodstuffs were condemned in shops and warehouses.

### Method of Disposal of Condemned Food.

The Minister of Health requires me to describe the current methods for the disposal of condemned food. In this District it is by burial at Wattsfield.



## GENERAL INSPECTIONS.

### Establishment.

The establishment of the department was one Chief Public Health Inspector, two Additional Inspectors and one Clerk. The strength of the department was maintained during the year.

### Organisation.

The Chief Inspector had, of necessity, considerable administrative duties in the running of his department, the preparation of material and attendance at your Committees, and his availability for outside duties was restricted. This is the usual position in most authorities.

The Second Inspector was mainly engaged on general duties outside the office in connection with the execution of your statutory responsibilities.

The Third Inspector spent the greater part of his time at the abattoir on meat inspection and the balance on general sanitary inspection.

The Clerk assists by relieving the burden of office work from the technical staff. It is desirable that the time of the technical staff should not be dissipated on clerical duties, but a certain amount of office work can be done only with that technical knowledge.

Cemeteries administration constituted a measure of misemployment, and I hope that at some future date it may be transferred to a more appropriate department of your Corporation.

There are now not enough inspectors for your Council to carry out your statutory duties.

### Offensive Trades.

*Public Health Act, 1936. Section 107.*

The carrying out of the following offensive trades in the Borough has not given rise to any undue nuisance.

Fellmonger	...	...	...	1
Carcase Boiler	...	...	...	2
Tallow Melter	...	...	...	1
Tripe Boiler	...	...	...	1
Gut Scraper	...	...	...	1
Rag and Bone Dealers	...	...	...	2

### Factories.

*Factories Act, 1937.*

The duties and responsibilities of your Council are not being fully carried out for the staffing reasons to which I have already referred.

## Inspections.

Premises.	Number of Premises.	Number of		
		Inspections.	Written Notices.	Occupiers prosecuted.
Factories in which Sections 1, 2, 3, 4 and 6 are to be enforced by Local Authorities ..	191	95	1	—
Factories not included in (1), in which Section 7 is enforced by Local Authority .. ..	—	—	—	—
Other premises in which Section 7 is enforced by the Local Authority (excluding out-workers' premises) .. ..	—	—	—	—
Total .. ..	191	95	1	—

## Cases in which Defects were found.

Particulars.	Number of cases in which Defects were found.				Number of cases in which prosecutions were instituted.
	Found	Remedied.	Referred		
			To H.M. Inspector.	By H.M. Inspector.	
Want of cleanliness (S.1) ..	—	—	—	—	—
Overcrowding (S.2) ..	—	—	—	—	—
Unreasonable temperature (S.3) ..	—	—	—	—	—
Inadequate ventilation (S.4) ..	—	—	—	—	—
Ineffective drainage of floors (S.6) .. ..	—	—	—	—	—
SanitaryConveniences (S.7)					
(a) Insufficient .. ..	—	—	—	—	—
(b) Unsuitable or defective	I	I	—	I	—
(c) Not separate for sexes	—	—	—	—	—
Other offences against the Act (not including offences relating to Out-work) .. ..	—	—	—	—	—
Total .. ..	I	I	—	I	—

There are 191 factories on the register, 95 inspections were made and one written notice was served. No references were made to H.M. Inspector and one was received from him.

12 outworkers were notified to your Council by factory owners.

There are no recognised basement bakehouses in the Borough.

Six certificates were issued approving the means of escape in case of fire in a factory.

Form 572 (revised) was sent directly to the Minister of Labour and National Service, giving details of the Borough Council's administration of the relevant sections of Parts I and VIII of the Factories Act, 1937, in accordance with Section 127 of that Act.

### **Shops Act, 1950.**

49 visits were made under the Shops Act for the supervision of sanitary accommodation, washing facilities and the maintenance of suitable temperatures.

### **Common Lodging Houses.**

*Public Health Act, 1936. Part IX.*

Only one common lodging house at Waterside remains on the register; 11 visits were paid during the year.

### **Rent Restriction Acts.**

No cases arose in connection with rent restriction. Several cases were noticed when the necessary entries prescribed by the Housing and Rent Restriction Acts were not entered in rent books. All these were rectified upon the department's intimation to the agents or landlords.

### **Smoke Abatement.**

*Public Health Act, 1936. Sections 101-106.*

25 visits were paid in connection with smoke abatement. Most defects were due to careless stoking.

### **Laboratory Services.**

*National Health Service Act, 1946. Section 17.*

The Laboratory attached to Westmorland County Hospital in Kendal provided many of the necessary examinations of material obtained by the department. This laboratory has given extremely valuable service to the southern part of the County.

## **National Assistance Act, 1948.**

### *Section 47 — Compulsory Removal.*

Two cases were under review, but alternative means were still keeping the patients in their own homes at the year end.

Such cases are extremely distressing to deal with and the course of compulsory removal is reserved to meet the emergencies of a last resort when all other methods of help have failed. Sometimes it is very hard to decide what is really in the best interests of the patient.

## **Pests Act, 1949.**

During the year 374 premises were surveyed under the provisions of the Act. 93 premises were found to be infested by rats or mice and were treated by the department. 818 visits were made.

53 complaints of rats or mice were received during the year. A systematic survey was commenced during 1955. One section of the sewers were treated successfully, and tests on other lengths were satisfactory.

## **Pet Animals Act, 1951.**

Three shops are licensed. No particular difficulties were encountered in supervision.

## **Byelaws.**

Byelaws on public health matters are in force with regard to:—

Public Slaughterhouses.

Smoke Abatement.

Building.

Food Handling.

## **New Legislation.**

The Food and Drugs Act, 1955, became operative 1st January, 1956.

The Food Hygiene Regulations, 1955, became operative on 1st January, 1956.

The Clean Air Act, 1956, became operative 31st December, 1956.

The Slum Clearance Compensation Act, 1956, became operative 2nd August, 1956.



**APPENDIX "A".**  
**Laboratory Examination of Public Water Supplies.**

Nature of Test.	Standards Max.	Fisher Tarn.	Birds Park.	Mints Feet.
Pr. Coli 37° .. ..	3-10	0	2	0
Faecal coli-strep. ..	0		0	
Character .. ..	—	Clear	Clear	Clear
Reaction .. ..	—	7.2	7.1	7.0
Ammonical Nitrogen	.041	.01	.01	.01
Albuminoid Nitrogen	.066	.07	.04	.04
Total Solids ..	1000	72.2	85.2	128.8
Hardness {	Total ..	40	44	78
	Carbonate	—	—	—
	Non-Carb.	—	—	—
Chlorides .. ..	30	13.5	15.0	12.5
Nitrates .. ..	1.0	0	0	0
Nitrites .. ..	—	traces	1.5	3.7
O.2 Absorbed ..	1.0	.76	.50	.20
Heavy Metals ..	—	—	—	—
Rainfall 24 hours ..	—	.17"	.17"	.17"
Date Sampled ..	—	25/1/56	25/1/56	25/1/56
Laboratory .. ..	—	Liverpool	Liverpool	Liverpool

Chemical analyses expressed in parts per million.





